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BIENNIAL MESSAGE

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OF

RICHARD J. OGLESBY,

GOVERNOR OF ILLINOIS,

TO THE

THIRTY-SIXTH GENERAL ASSEMBLY.

JANUARY 9, 1889.



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GOVERNOR'S MESSAGE.

STATE OF ILLINOIS,
EXECUTIVE DEPARTMENT, January, 1889.

To the General Assembly:

Your respective bodies meet at the close of a great national election, when the excitement usually attending such a contest has subsided; the period is a favorable one for a calm consideration of questions affecting the general welfare of the State. Peace and good order and a general observance of the law have characterized the period since your last adjournment. The judiciary, by a firm and impartial exercise of the powers of that department of the government, has inspired a general respect for the law, and by such impartial course has earned and enjoys the confidence of the people.

The civil powers of the State have been adequate to a complete execution of the law. Occasional violations of the public peace, here and there, have not led to serious consequences anywhere, and there has not been, fortunately, occasion for resort to its military powers. I am satisfied that the enactments of the last Legislature for the preservation of the peace and protection to property, and for the suppression of crime, have had a most wholesome effect, and have contributed to that good order which has prevailed throughout the State. It can not be said at any time the laws of the people are perfect, or that their institutions are so firmly fixed as to be beyond question; on the contrary, it is the province of the Legislature, under the constitution, to inquire into the state of the law and the workings of our institutions, to ascertain whether either may not be beneficially changed by amendment or repeal.

REVENUE.

I again invite your attention to the question of revenue, and to the state of the law upon that subject. It is perhaps the most interesting and important subject for consideration that can engage your attention. The State ought not to borrow. There is no method by which it can secure the necessary means of administration and support other than by levying a tax by valuation upon

all the property in the State. If all the property in the State shall bear this necessary and indispensable burden, ought not the law to make provision that this burden be distributed fairly and certainly upon all the property in the State? Can it be assumed—does any one believe the present law upon the subject does so? It is within the knowledge of every reflecting citizen that our revenue laws are not satisfactory, and that such as they are they are not put into execution with any consistency, uniformity or proper regard to the vast interests affected by them. It is well understood that large amounts of taxable property escape taxation every year, and that taxes collected on property made to bear the burden of supporting the government are most inadequately and unfairly laid upon such property. Ought the law to indulge any such unjust and discriminating practice? A brief examination of the reports of the Auditor of Public Accounts will show for a series of years the most unfair, unjust and partial assessments by local assessors. No heed is paid by such assessors to the revenue law. They assess lands and lots with some pretense of fairness, but it is a well known fact that personal property does not bear its fair or just proportion of taxation. No effort is made by assessors to discover property beyond these visible resources of taxation. Such property as comes under their notice is assessed at such values as suits their notion of what is about right; or as persuasion, inducement and favoritism may lead them to adopt. Local competition between different counties encourages them, year after year, to fix lower and still lower values, until the reports show the amount of taxable property in the State is annually diminishing; that Illinois, as to taxable wealth, is growing poorer and poorer, and will soon rank in this respect as one amongst the poorest States in the Union. I submit that a system which encourages such practice ought without further delay to be repealed, or made to conform to the constitutional requirement that all property in the State shall be made to bear its proportionate share of taxation.

I submit a comparative statement of assessment of property for the four years from 1885 to 1888 inclusive, from the Auditor's reports for those years, to show that the policy of lower assessments still continues without any regard to the fact that the taxable wealth of the State steadily increases. It will be observed that the Board of Equalization has for these years gradually but quite moderately increased the assessments of railroad property. There is no ground for the assumption that while railroad property may have increased in value, other property in the State has not, for the years named.

*Comparative Statement of Assessment of Property for the years
1885, 1886, 1887 and 1888, rates of tax, etc.*

Year.	Personal property (in- cluding cap. stock asses'd by State Board.)	Lands.	Town and city lots.	Total.	Railroad property as- sessed by State Board.	Total assess- ment of State.	Rate of State Tax.
1885.....	\$157,871,722	\$380,807,649	\$198,646,208	\$737,325,574	\$60,687,817	\$798,312,891	\$0 42
1886.....	152,715,944	372,325,060	204,893,705	729,934,709	62,972,101	792,906,810	35
1887.....	153,594,229	365,759,252	211,015,063	730,368,544	66,517,478	796,886,022	53
1888.....	146,925,108	353,270,396	214,198,233	714,393,737	68,620,719	783,013,456	44

Unless some policy shall be adopted to arrest what now seems to be the settled purpose of the local assessors to continually reduce valuations, it must be plain to any reflecting mind that sooner or later the whole revenue system will be shipwrecked. Can it be wise for the legislative department of the State government, with the facts before us, to longer delay an earnest effort to stay such a course? In my opinion, just so long as needful revenue shall be raised by levying a tax by valuation upon all the property, both for State and local purposes, by local assessors, just so long will the present system continue.

It does not seem to me any serious risk can be incurred by an honest trial of some other method. It is reasonably certain sufficient revenue can be raised for the support of the government without relying longer upon a system, which, while it produces a sufficiency of means to support the government, does so at the sacrifice of principle and in plain violation of the simplest rules of public morality. There is not a tax-payer in the State to-day who does not feel that in necessary self-defense, under the law as administered, he has the right to conceal his property from the eye of the assessor, and when he does not or can not conceal it, he will be perfectly safe in returning it at such value as suits his convenience, or certainly at such value as he can arrange for with the assessor.

I again invite the attention of the Legislature to the revenue code submitted by the commission provided for by joint resolution of the Thirty-fourth General Assembly. The code was formally reported to the last General Assembly, but was not finally acted upon or disposed of at said session. A plan is therein proposed which is worthy of more serious consideration than it has yet received, and which it is believed, if substantially adopted, will greatly improve our present system of taxation. I do not consider it necessary to go over the ground covered by the Commission in the provisions of the code recommended, and in the report which accompanies it. It is reasonably certain should the code be substantially enacted, revenue enough for all State purposes will be raised without imposing unjust or inequitable burdens upon the quasi-public corporations to which the code looks for that purpose; or if at any time revenue for such purpose should fail to

meet necessary appropriations, means are provided for a sufficiency of such revenue from other sources, compatible with the system of raising revenue for local purposes.

Lands and town lots, which now bear much the larger share of taxation, together with personal property, would be released from further contributions to the revenue for State purposes. County and other local authorities would be left free to impose such taxation, subject to the limit fixed by law as to rate, as would be required for their own local needs, and would be unembarrassed by the consideration that their own assessments would subject them to any undue share of State burdens. Assessments would necessarily approach a nearer relation to the cash value of all property to be taxed, and a vast amount of taxable property which has habitually escaped taxation would be discovered and made to bear its just proportion of the burdens of local government, because low rates would drive the assessor to find and assess such property in order to meet the just demands of local government. County assessments and rates would be made with reference alone to county and local necessities, wholly unaffected by what other counties and localities might see fit to do, either as to assessment of property or rate of taxation, and the State would be relieved from the odious system of low valuations and high rates of taxation, from which it now suffers. Every citizen conscious that a just and equitable system had taken the place of one which constantly excites suspicion, duplicity and dishonesty, would co-operate with the officers of the law in securing honest and fair valuations of all taxable property in the State, so that all should share in the burden of government alike, and not, as now, feel obliged to remain silent under the most provoking discriminations and favoritism, to the manifest injury of good morals and sound public justice.

PENITENTIARIES.

The report of the Commissioners of the Illinois State Penitentiary at Joliet for the two years ending September 30th, A. D. 1888, shows a healthy condition of that prison. I specially invite your attention to the tables of earnings from contract labor and of expenses of maintenance of the prison. These tables show a falling off of about \$50,000.00 in two years, from receipts from this source in former years. This loss is accounted for mainly by the decrease in the number of convicts received into the prison during the last two years. The number of such convicts was on September 30th, 1888, 224 less than on September 30th, 1886. While in a moral sense the public is to be congratulated on this desirable result, since it points in some degree to more serious regard for law, and tends to increase the hope that crime is gradually on the decrease in our midst, it nevertheless accounts for any deficit in the earnings of the prison. In order to make the deficit good, the Commissioners were obliged to draw from the appropriation of \$136,000.00 made by the last General Assembly, \$35,000.00; of which amount, however, up to the present

time, only \$25,000.00 has been used, leaving in the hands of the Commissioners to apply to any increasing deficiency the unexpended balance of \$10,000.00.

In addition to the fact that the number of convicts has fallen off in the last two years, it will be remembered that in August, A. D. 1887, 267 convicts employed upon convict labor were thrown upon the Commissioners to be employed in some other way than upon contract account, and it was in contemplation of this known fact the Legislature increased the appropriation, conditional and contingent, of \$50,000.00 per annum to a total sum of \$136,000.00 for the two years of 1887 and 1888. As there were existing contracts for prison labor which the Commissioners, under the law, felt obliged to carry out in good faith upon the part of the State, the steadily decreasing number of criminals enabled the Commissioners to supply the demands of contractors largely from the 267 thrown back upon them by the expiration of contracts which could not be renewed under the constitutional amendment of 1886, prohibiting them from making new contracts for the labor of convicts. By this course the Commissioners were relieved from the use of the appropriation of \$136,000.00 to a greater extent than has been stated above. On the first day of August next, contracts will expire which now require the labor of 305 convicts to fulfill; revenue from this source, to that extent, to maintain the prison will cease at that time. Should, as is to be hoped, the number of convicts steadily diminish in the same proportion as for the last two years, it will become an important and pressing question as to how revenue is to be obtained to support prison management and expenses. In any event, it will be but a few years until the State will be obliged, under the constitutional amendment of 1886, to make complete provision for the employment of its convicts. That they are to be kept in idleness for purposes of education or reformation for any great length of time, or for any time at all, I do not believe. Sound policy requires that criminals should be punished as well as reformed. For their own benefit, as well as for the benefit of the public whose laws have been violated, convicts ought to be allowed or compelled to labor while under sentence.

Since the contract system has been abolished, I know no other or better than the State account plan. To put this into execution so as to keep the convict employed, and not to bring his labor in conflict with free outside labor of the honest mechanic, artisan or laboring-man, will test the ingenuity of the most skilled legislator. In the meantime, under existing conditions, appropriations will be necessary for the penitentiaries of the State for the next two years. I recommend at least \$100,000.00 for the one at Joliet. I do not think a less amount would be safe, and doubt if more may not be found necessary before the end of the next two years.

CHESTER.

The reports of the Commissioners and Warden fully explain the condition of the Illinois Southern Penitentiary. The affairs of this prison have been prudently and economically managed. Seventy-seven thousand five hundred dollars per annum was appropriated for the last two years under section 1 of the act approved June 15, 1887, and \$6,200 for special purposes. The appropriations were found sufficient for all the purposes for which they were intended, and were strictly expended for such purposes only.

A great many valuable improvements in the way of barns, stables and sheds for the shelter and protection of stock, made from lumber sawed on the prison grounds, together with several more substantial buildings and shops, have been erected during the last two years, chiefly by convict labor and at a nominal cost in each case to the State.

In July, 1887, the State became the owner of the brick yard formerly operated by Mitchell and Needles, and soon thereafter entered upon the manufacture of brick, and from time to time have enlarged the plant until now a very large and profitable trade is carried on in the prison, giving employment to more than fifty convicts on State account. No difficulty has thus far been encountered in disposing of the brick made at the prison to the ordinary trade of the country.

The new cell house, for the building of which \$75,000 was appropriated at the last session of the Legislature, will be completed by the first of July next. It will contain 400 cells, and, by the use of prison labor largely, will be constructed without exceeding the appropriation for that purpose.

The report shows no material change in the number of convicts confined in the prison from the two previous years. Existing contracts for the labor of about 225 convicts will expire June 30, 1890; other contracts for about 150 convicts will not expire, with the existing privilege of renewal, until several years later.

The appropriation for ordinary expenses for 1887 and 1888 was \$75,000 per annum. The Commissioners and Warden ask for \$65,000 per annum for the next two years for ordinary purposes, and \$15,000 for other and special purposes. It seems to me, under the circumstances, the sums desired are moderate and necessary, and I therefore recommend that appropriations be made for the purposes stated.

The management and discipline of both penitentiaries, under the law, is substantially the same; the one at Chester, however, would be well adapted to any new or untried system of prison reform, should the Legislature desire to experiment upon or inaugurate any of the various schemes suggested in that respect. I leave all such measures, however, to the sound sense of your respective bodies uninfluenced by any suggestions of my own.

BOARD OF LIVE STOCK COMMISSIONERS.

The acts of 1885 and 1887, creating and establishing the Board of Live Stock Commissioners, was a timely and prudent effort upon the part of the State to protect the lives and health of our domestic animals. The Board appointed to carry the law into execution, by great industry, good practical sense and an earnest effort to make the law effective, is enabled to report to the Legislature the complete extirpation of contagious pleuro-pneumonia in the State. There can be no doubt the pest had more seriously than ever, in 1886, fastened itself upon the cattle herds of Cook county and seriously threatened the great cattle interest of Northern Illinois, if not the whole State. I respectfully request that the reports of 1887 and 1888, soon to be printed and laid before your respective bodies, be carefully considered with reference to a full and complete history and understanding of the peril to which the cattle interests of Illinois were exposed by the contagion which became epidemic in 1886 in the districts covered by my proclamations of that year. It is not likely that Illinois is ever to become solely a grain growing State. Our rich grass and meadow lands are naturally adapted to the raising of all kinds of domestic animals. Cattle, horses and hogs will always constitute a large portion of our agricultural industries, and the wealth to come to our people will always be largely dependent upon the amount of capital invested in stock and stock breeding and raising. It is an interest which will demand the protection of law and the constant supervision and encouragement of the State.

The returns of local assessors show for 1888, for the purposes of taxation, the following number and value of domestic animals:

Horses.....	998,031,	valued at.....	\$24,826,145
Mules and asses.....	100,613,	" "	2,517,970
Cattle	2,423,484,	" "	17,229,377
Sheep	554,910,	" "	534,769
Hogs	1,966,700,	" "	2,793,326

\$47,901,587

The known practice of assessing all property in this State by local assessors, at one-third or one-fourth its actual or cash value, will justify the conclusion that the real value of the domestic animals above enumerated would exceed \$150,000,000.

I respectfully urge, in view of the fact that our domestic animals, in the very center of the cattle traffic of the United States, exposed to the inroads and approaches of epidemic disease from every quarter of the commerce of our vast country, ought to demand and receive the constant and solicitous attention of the State.

It is true, the National Government is giving some attention and aid to this great industry, and doubtless will, as it ought, continue to do so. It does so, however, by co-operation with the respective State governments. The act of June 28th, A. D. 1887, au-

thorizes the Governor to accept the rules and regulations of the Commissioner of Agriculture and to co-operate with the United States in the enforcement of an act of Congress upon the subject. Under said act of our Legislature, the Inspector of the Bureau of Animal Industry has the right of inspection, quarantine and condemnation of animals affected with any contagious, infectious or communicable disease, or that have been exposed to such disease in this State. Other important powers are conferred by said act upon said Inspector. The same act also provides, "That all expenses of quarantine, condemnation of animals exposed to disease, and the expenses of any and all measures that may be used to suppress and extirpate pleuro-pneumonia, shall be paid by the United States."

Under said act, and indeed prior thereto, on the 20th of April, 1887, the United States assumed the payment for cattle slaughtered in the State, and did contribute large sums for such purpose. It is perhaps proper to state, however, that inspection, quarantine and slaughter of animals, after the United States undertook to aid in the contest with the pest in this State, was conducted under our State laws and regulations, and that the act of June 28th, A. D. 1887, providing for co-operation, was not called into requisition or use at any time prior to my proclamation raising all quarantine restrictions in this State, on April 1st, A. D. 1888. I respectfully submit that, notwithstanding the aid we may rightfully expect from the government of the United States in resisting the inroads of epidemic diseases amongst our domestic animals, it will never be safe or wise to wholly withdraw State aid and support from these great home interests, and that the State ought to be slow in relinquishing the use of its police powers in guarding and protecting this vast interest.

The following statement will show the various sums heretofore appropriated and expended and the balance of such appropriations undrawn by the Board on account of pleuro pneumonia and other epidemic diseases.

FINANCIAL STATEMENT.

July 1, 1885—July 1, 1889.

EXPENSE FUNDS.

Appropriation available July 1, 1885	\$10,000 00
Balance 1883 appropriation unexpended.	596 87
Emergency appropriation, available February 4, 1887	15,000 00
Appropriation available July 1, 1887	15,000 00
Appropriation available July, 1888	15,000 00
	<hr/>
	\$55,596 87

Expenditures—

Expenditures to February 1, 1887.....	\$10,596 40	
Expenditures to July 1, 1887	14,933 33	
Expenditures to November 1, 1887	5,793 36	
Expenditures to November 1, 1888.....	8,673 72	
Balance of emergency fund lapsed into treasury	67 14	
Balance unexpended.....	15,532 92	
		<hr/> \$55,596 87

Total amount expended during three years and four months, for per diem and expenses of the members of the Board, per diem and traveling expenses of the State Veterinarian and the Assistant State Vet- erinarians, salary of the Secretary and traveling ex- penses, office expenses, printing, office rental and expenses in Chicago during the pleuro-pneumonia campaign, clerks at Chicago office, deputy sheriffs, and all necessary expenses incurred in extirpating contagious pleuro-pneumonia from the State, as well as glanders, maladie-du-coit and Texas fever, and furnishing office		\$39,996 81
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SLAUGHTERED ANIMALS FUND.

Appropriation available July 1, 1885	\$50,000 00	
Proceeds from carcasses of slaughtered animals (exposed, but healthy, cattle) turned into the State Treasury, and ap- propriated for the use of the Board, March 30, 1887.....	35,398 78	
Appropriation available July 1, 1887	75,000 00	
Proceeds from carcasses, as above, Febru- ary 14, 1888	2,368 17	
Appropriation available July 1, 1888.....	75,000 00	
		<hr/> \$237,766 95

Expenditures—

Paid by Auditor of Public Accounts for old claims against the State growing out of the previous outbreak of con- tagious pleuro-pneumonia	\$715 00	
Damages for slaughtered animals to July 1, 1886.....	1,337 50	
Damages, slaughtered animals to Novem- ber 1, 1887.....	73,210 57	
Damages, slaughtered animals to Novem- ber 1, 1888	5,730 44	
Balance unexpended November 1, 1888..	156,773 44	
		<hr/> \$237,766 95
Total amount paid for pleuro-pneumonia, glanders and maladie-du-coit.....		\$80,278 51
Amount actually expended from State funds.....		\$42,511 60

It will be noticed from the foregoing statement that \$156,773.44 remains in the Treasury from the appropriations of 1887. To maintain State supervision under the excellent system we now have, unless there shall be an extraordinary outbreak of some of the virulent diseases, which may, unless carefully watched, become epidemic, will not require a greater expenditure than \$10,000 or \$12,000 per annum.

To guard against such possible danger, would it not be wise to place at the disposal of the Commission conditionally, and contingently, \$50,000 per annum? I respectfully recommend that such appropriation be made.

RAILROAD AND WAREHOUSE COMMISSION.

The reports of the Railroad and Warehouse Commission for the year 1887 and 1888, will fully explain the true condition of the numerous railroad corporations and the warehousing system in this State. A complete statement is furnished of the operation and management of each, and a vast amount of valuable and interesting information is contributed upon these important subjects. Sixty-one railroad corporations, controlling and operating 13,000 miles of railroads, including 346 miles of new roads built in 1888, giving steady employment to 56,000 persons, the aggregate of whose wages exceeds \$33,000,000 per annum; the estimated total cost of construction and equipment of all said roads exceeding \$330,000,000; carrying in 1888 32,000,000 passengers at an average rate of 2.29 cents per mile; the total income of the passenger department of said roads for 1888 amounting to more than \$17,000,000, and transporting for the same year more than 53,000,000 tons of freight at an average charge of one and six-tenths cents (1.06) per ton per mile, the total income from which source was about \$39,000,000; the total amount of the operating expenses, of all of said roads amounting to more than \$38,000,000, contributing in the way of taxation for State and local purposes for said year, \$2,739,612, may be justly regarded as among the first of the great interests which constitute the resources and wealth of a great State.

To judiciously supervise and scrutinize the practical operations of this vast system so as to make it yield the greatest possible results of good to the public, in offering the amplest accommodations in transportation of persons and property, at just and reasonable rates, with due regard to the safety of passengers and property which pass over its lines, requires in my opinion the constant attention and inspection of a Commission of able and honest men, to represent the public in immediate connection and communication with the officers and agents who manage the affairs of said roads.

It is gratifying to be informed by the reports of the Commissioners that there has been great improvement in the tracks and

roadbed of the railroads in the State; that a more amicable feeling exists between the roads and the public, and that with few exceptions freight rates are satisfactory to the patrons of the roads.

The impartiality and competency of the officers in charge of the inspection and warehousing of grain increases the confidence of the public in the utility and management of these departments, and as a result, the Chicago grain inspection maintains the high place it has fairly won in all the grain markets of the world.

BUREAU OF LABOR STATISTICS.

The act of 1879 creating a Board of Commissioners of Labor, which has since become known and designated as the Bureau of Labor Statistics, provided for the establishment of an office of inquiry for the special purpose of procuring and publishing statistics concerning the industrial relations of the people. Although somewhat obscure in its phraseology, the act evidently contemplated a systematic and thorough investigation into the industrial, social and economic conditions of the people, and a series of reports on these vital subjects, based upon statistics so collected, collated, analyzed and published as to afford practical and trustworthy information both to the General Assembly and the general public.

The passage of our mining laws, and the act of 1883 in regard to the inspection of mines, are further evidences of the same general purpose on the part of the State to make reasonable provision for investigation into the resources of the State and the well being of those engaged in developing them. Our manufacturing and mining interests are of increasing importance. Already the value of our factory products is twice as great as the value of all our farm products. The value also of our mineral products is represented by increasing millions; and all these interests, and the people identified with and dependent upon them, deserve the constant attention of the Legislature.

Responsive to the legislation already effected, the Bureau of Labor Statistics has, in a series of biennial and special reports, brought to the attention of our people a vast amount of statistical information concerning the employment of labor in all the arts and industries, and the economic conditions developed by the endless enterprises of an active and intelligent people.

The fifth biennial report, soon to be laid before your bodies, enters upon a new field of statistical inquiry—equally interesting in itself and germane to the purpose and intent of the act creating the board. This report presents the statistics of the mortgage debt in Illinois. The gross indebtedness of individuals, as distinguished from the aggregate of public and corporate debt, in so far as the same becomes a matter of public registration, is a statistical summary of the first importance to any State or people. The leading feature of this report is a compilation of this character, embracing such debts as are found on the public records

secured by mortgages on real and personal estate. As such it presents, not fully in fact, but fully as to mortgages, the total of all private debt in the State; and, if it be carefully studied, will doubtless greatly enlighten the public mind on a subject which has heretofore been involved in obscurity, and as to which the greatest diversity of opinion and exaggeration of statement has prevailed.

If it is desirable to maintain investigations of this character, and extend the accumulation of evidence as to the conditions of life in this State, such an expenditure should be authorized as will, under prudent management, secure the best results. Statistics are of value in exact ratio as they are authentic, impartial and exhaustive; but the cost of them in time, labor and money is also great in exact ratio as they possess these high qualities.

THE STATE BOARD OF HEALTH.

The intelligent and faithful discharge of the duties imposed by law upon the State Board of Health, and the benefits which accrue therefrom to the commonwealth, sufficiently attest the wisdom of the Legislature in the creation of this organization. From the vast field covered by its labors it is only possible, in this connection, to single out for mention a few of its most important works. It is charged by the constituting act with the supervision of the interests of the life and health of the citizens of the State, and to this end, the Board has addressed its efforts more particularly to the limitation and so far as is practicable to the prevention of epidemics of contagious and infectious diseases.

It is a matter of record—a fact which I understand has now passed into the authentic history of epidemics in this country—that the labors of the Board in this direction resulted in a saving of nearly \$3,500,000 to the people of the State in 1881 and 1882, when small-pox was epidemic. Through the preventive and protective measures then established and since enforced, there has been no repetition of that disease in an epidemic form.

The wise and intelligent policy of the Board on the subject of quarantine has been of great value to the material interests, not only of Illinois, but of the whole Mississippi Valley. While vigilantly guarding against the introduction and spread of the dangerous, contagious and infectious diseases, it secures the least interference with commerce and travel, and so averts unfounded panics and prevents loss and interruption of business and industry. During the past few months a striking illustration of the value of this policy was afforded by the action of the worthy Secretary of the Board, who refused to sanction any expenditure of money from the public treasury in the maintenance of quarantine restrictions, which his wide and varied experience and scientific knowledge enabled him to pronounce unnecessary for the State. His firmness in this instance alone prevented the loss of thousands of dollars, besides great inconvenience to travelers and vexatious interference

with business; and the example thus set materially helped to check the ruinous and needless quarantine enforced in other States.

In 1883 the Board began a sanitary survey of the State, with the object of preparing it against a threatened invasion of Asiatic cholera. This work, which is still being prosecuted, embraces a house to house inspection, which results in abatement of private as well as public nuisances, in the sanitary defects and unhealthy conditions. It is claimed that in consequence of this work the cities, towns and villages of Illinois have steadily improved in their sanitary conditions, until the State is now one of the healthiest and most favorable to long and vigorous life of any in the Union.

An important agency in the preservation of health is an abundant supply of pure water. With the growth of population and the increase of wastes and sewage, our natural water supplies are becoming contaminated, and the question of the disposal of these wastes and sewage is a matter demanding serious consideration. The Secretary of the Board has made the pollution of streams and the character of water supplies the subject of personal study for many years, and an exhaustive investigation, involving hundreds of chemical analyses, microscopic and biologic examinations and the engineering questions involved, is now being made by the Board under his immediate supervision. The scope of this investigation embraces the pollution of rivers and other water courses by sewage and industrial wastes, and the character of the water supply, both public and domestic, of cities, towns and villages and of all State institutions; it also includes the character, extent and location of the subterranean reservoirs. There is reason to anticipate from these, in many localities, an abundant supply of pure water, not liable to contamination from sewage or other pollution, and constant at all seasons. If these expectations are realized, not only communities but individuals—farmers, stock raisers, manufacturers and others—will be largely benefited by this work of the Board.

A separate and distinct line of duty and responsibility is devolved upon the Board by the Medical Practice Act. During less than the twelve years of its existence, this act has done much to protect the sick and the afflicted from charlatans and quacks; it has driven out of the State most of the ignorant, unqualified and unprincipled men who were preying upon the miseries of their fellows; and it is not too much to say that it has elevated and ennobled the practice of medicine, both in the State and throughout the country. The methods of medical education have been improved as a consequence, and the standard of attainments required of the physician who is to deal with the weighty questions of health and disease, and of life and death, is being steadily raised.

The Illinois State Board of Health is now regarded as the pioneer in this work, and it is quoted as authority both in this country and abroad. Since the passage of the amended act—in force

July 1st, 1887—the Board has refused licenses to itinerant vendors of nostrums, with show accompaniments; the amount of these licenses would aggregate over \$20,000, but the sum which the itinerants would fleece from the credulous would figure up hundreds of thousands a year.

That the Board has been prudent and economical in the expenditure of appropriations subject to its order, is manifest from the fact that the contingent sum of \$40,000 for 1885-1886 was conveyed back into the Treasury untouched. Of a similar amount appropriated for 1887-1888, only a small amount has been expended. I recommend the usual appropriations to sustain the Board and continue its usefulness to the State; and have no doubt that it will be wise to continue the usual contingent appropriation.

BOARDS OF PHARMACY AND DENTAL EXAMINERS.

The reports for the last two years, from the Boards of Pharmacy and Dental Examiners, will supply full information as to the condition of each. The laws creating these Boards and conferring the powers and imposing the duties necessary to make both effective for the public good, are founded on good reason and intelligent experience. They are both necessary agents in the preservation and protection of the public health, and ought to be sustained upon a more solid basis than the law at present provides. Both are self-sustaining. Reasonable appropriations, so as to relieve the Boards from personal charges for their support, would doubtless increase the efficiency of each and contribute in a large degree to their usefulness.

FISH COMMISSION.

The act of the last General Assembly to encourage the propagation and cultivation, and to secure the protection of fish in all the waters of this State, and repealing all other acts in conflict with the same, enlarged the scope and power of the Commissioners and enabled them to still more effectively protect and utilize the fish supply of the State. It is an industry, if properly cared for and protected by law, capable of yielding profitable results, and of largely increasing a most excellent food supply to the masses of our people.

REPORT OF THE ADJUTANT GENERAL.

The report of the Adjutant General will correctly show the condition of the National Guard and the operation of our militia law for the last two years. It estimates the appropriations necessary for the next two years to maintain the efficiency of this arm of the State service, and contains suggestions of amendments of the present law, to make it more effective for the purpose for which it is intended—to aid the civil powers of the State in the execution of the law. I believe the amendments suggested will be pro-

ductive of more efficiency and will contribute to a better organization of the National Guard, and therefore, recommend them to your favorable consideration.

I am satisfied the appropriations heretofore made have been cautiously and economically expended for the good of the service, and that its present state of efficiency and discipline show that such appropriations were necessary to the maintenance of a well regulated militia. The men are neatly uniformed, properly armed, well cared for when in camp or on a tour of duty, and show by their deportment as citizen soldiers that they understand the value of discipline and obedience to orders. In severing my connection with them as Commander-in-Chief, I take pride as well as pleasure in commending the Illinois National Guard to the confidence and continuous support of the people of the State.

ILLINOIS AND MICHIGAN CANAL.

The report of the Canal Commissioners shows the revenue derived from tolls, low as they are, and from other sources, during the last year, have been sufficient to keep the canal in good condition for navigation and to keep it in repair, so that it may still be utilized in connection with the Illinois river as a mode of water communication through our State. It is a lever by which to regulate railroad transportation over a very considerable portion of the State, and in all respects is worthy of the aid it receives from the State in the way of appropriations. The truth is, it costs the State nothing; the usual contingent appropriation of \$20,000 per annum is never touched by the Commissioners; it always lapses into the Treasury because no extraordinary conditions arise to draw upon it for maintenance and repairs. The affairs of the Canal have been so wisely managed by the Commissioners that the revenues collected have been sufficient, not only to keep up repairs, but as the fact is, to complete the system of rip-raps which will insure the banks from waste by washing and floods for all future time. This is a substantial improvement. I must commend the Commissioners for economy, prudence and honesty in the performance of the duty imposed upon them. Their report shows a balance of \$63,325.13 to the credit of the Canal for the year ending November 30, A. D. 1888, after the payments of all debts and accounts for maintenance, repairs, management and materials and improvements thereon.

EDUCATIONAL INSTITUTIONS.

The report of the able Superintendent of Public Instruction furnishes most satisfactory information of the growth and present condition of free school education in our State. The system is a grand one. It contemplates the education of every child of school-going age at the expense of the public. It is heartily supported by the people, and year by year steadily increases in use-

fulness, by the inestimable benefits it bestows upon the children of the State. The revision authorized by the last General Assembly has been completed by the Superintendent of Public Instruction, and will be laid before the legislature in his report. I believe a careful examination of the alterations and modifications of the existing system proposed in the plan of revision, will commend them to general acceptance. Instead of 98 different sections, with many additional special acts, the revision proposes sixteen different articles, divided into as many sections as there are separate but cognate subjects. And thus it will become, in a short time, a matter of ease for any one to find out what the law is upon any desired subject without the inconvenience of a long and vexatious search through 98 sections to find it. It appears, from the report of the Superintendent, that the number of children of school age in 1888 was 1,118,472; the number of pupils enrolled was 751,349; the average attendance was 518,043; the average duration of the schools was 153.3 days; the average number of days of attendance for each pupil was 105.7; the average monthly wages of males teachers was \$52.93; of females, \$43.09.

The total expenditures for public schools was \$10,661,017.15. Of these amounts there was paid for salaries of teachers \$6,714,516.98, and the permanent productive school funds for the State, not including University, was \$10,383,132.99.

The foregoing school statistics are important and instructive. I therefore feel justified in embodying them in this message.

The University of Illinois, I am gratified to state, is steadily growing in importance as an institution of learning, and is yearly enlarging the scope of its usefulness. It teaches all branches of learning relating to agriculture and the mechanic arts, as contemplated by the law of its creation. It deserves, and ought to receive, the encouragement and support of the public.

The State and Southern Normal Universities continue, as heretofore, to fulfill the responsible duties as educational institutions, imposed upon them by law, in a most satisfactory manner. Both are in excellent condition, are under admirable management, and are steadily earning the confidence of the people by the good they do in elevating the standard of excellence of the school teacher. The common school system requires an army of teachers; both are nurseries of this class of desirable citizens. We must have educated teachers, and more of them year by year, as long as our population shall increase. The Normal Universities ought to be relied upon largely to furnish them. We must not cripple their energies in the effort to do so.

I recommend the appropriations suggested for the several universities; I am satisfied they will be required before the close of the next two years.

STATE CHARITABLE INSTITUTIONS.

The report of the Board of State Commissioners of Public Charities will give, in general and detail, a complete history of

the condition and wants of our various public charities. The demands of these institutions upon the treasury will never cease. Indeed, a little reflection will enable any considerate person to understand how this must be so. It is lamentable, but the truth must be admitted, that the sorrowful and distracting ailments, mentally and physically, of the human family, do not diminish in proportion to the hopes of the world, based upon the many moral, christian and intelligent agencies constantly applied for their amelioration. In our own State, the insane increase at the rate of from 1,300 to 1,500 annually, as adjudged by the county courts. Necessarily the number of the incurable insane continue also greatly to increase. This latter class must be provided for, as well as the curable insane, by the State, or turned loose, a prey upon the public, unless provided for by private families, which in most cases are unable to do so, or be cared for in alms-houses or county jails. The feeble-minded increase in like proportion to the insane. The State has done, does now and doubtless will continue as long as a sorrowful necessity of this character shall require its aid, to alleviate the miseries of those classes of unfortunate citizens. I have no doubt it would be wise for the legislature to make additional provision for the increasing number of insane and feeble-minded who can not, under our present accommodations, be admitted into established hospitals and institutions for treatment. Illinois ranks high among the States which make provision for its unfortunate citizens. The people have constantly shown a willing disposition to furnish all needful revenues for such purposes. The public sense responds to the charitable emotions of the public heart in supporting all reasonable efforts to alleviate the miseries of the unfortunate classes stricken with mental disease and mental deformity.

I am satisfied all our charitable and reformatory institutions are wisely, humanely and economically managed by the various boards of trustees and superintendents who are charged under the law with their management. It will probably require for ordinary expenses for the support of the eleven institutions \$1,000,000.00 annually. Doubtless very considerable sums will be required for special purposes, but as such purposes will be specially inquired into by the legislature and the several committees which will have these various details before them, I defer any further discussion of them in this message.

The Act of Congress of August 27, 1888, appropriates the sum of \$250,000 to the states and territories which have established homes for disabled soldiers, at the rate of \$100 per annum for each inmate of such state home. Illinois will be entitled to the benefit of said act of Congress, and I have no doubt the managers of the National Home for Disabled Volunteer Soldiers, charged with the execution of the act, will, in a short time, award to our State the due share of the appropriation of \$250,000, provided by said act for apportionment amongst the states and territories which have established homes for disabled soldiers. On the 4th of December, 1888, I addressed a communication to General W. B. Frank-

lin, President of the Board of Managers, making formal request and requisition for such portion of the appropriation as our State would be entitled to, and in compliance with the regulations of said Board furnished authenticated copies of all acts of our legislature creating said home, and making appropriations for its maintenance. Since my communication of December 4, 1888, I have no reply from General Franklin or the Board of Managers on the subject. In order that the State may receive the full benefit of the act of Congress, and to avoid any delay which might arise from hesitation on the part of the Board of Managers of the National Home, I recommend the passage of an act at the earliest moment, accepting on the part of the State, the conditions of the act of Congress entitled "An act to provide aid to state and territorial homes for the support of disabled soldiers and sailors of the United States, approved August 27, 1888," and authorizing the State Treasurer to receive and account for any and all moneys which may accrue or become due to the State under the provisions of said act.

AGRICULTURE.

The statute provides "that the Department of Agriculture, for the promotion of agriculture and horticulture, manufactures and the domestic arts," shall be managed by the State Board of Agriculture, which board has spared no reasonable effort in the endeavor to stimulate and encourage all engaged in rural pursuits to obtain the best results in the growing of crops, breeding stock and other lines of work that tend to develop the agricultural resources of the State. The General Assembly has in the past manifested its approval of the earnest and intelligent service performed by the State Board of Agriculture, not only in the enactment of proper laws, but by providing such appropriations as have been required from time to time to meet the requirements incident to the rapid development of the farming interests of the State.

The last General Assembly appropriated to the Department of Agriculture less than ten thousand dollars (\$9,800) per annum.

This nominal appropriation for agriculture, when the importance and magnitude of this our leading industry is duly considered, has been used to good advantage in collecting and distributing information of practical value to all classes of our citizens interested therein, either as producers or consumers.

The conditions of agriculture in this State at this time are such as to make it possible for the General Assembly to promote the same by providing the necessary appropriation for the holding at suitable times and places, of farmers' institute meetings, for the discussion of practical subjects relating to the profitable methods of growing crops, breeding stock, and especially for the study of the superior advantages enjoyed by the farmers of this State, which, if more fully understood, would tend to make all desirous of continuing in this calling, more contented and prosperous.

The partial development of the agriculture of this State is a matter of the first importance for the consideration of the General Assembly in connection with the legislation for the Department of Agriculture, the State and County Fairs and the general work of the State Board of Agriculture.

REPORT OF THE ATTORNEY GENERAL AND OTHER EXECUTIVE OFFICERS.

The biennial reports of the Secretary of State, Attorney General, State Treasurer, Auditor of Public Accounts and Superintendent of Public Instruction, which contain valuable information in relation to all matters which come under their supervision, will be laid before you. Vouchers for all moneys paid out by the Governor, from any fund subject to his order, are on file in the office of the Auditor of Public Accounts. I transmit herewith a report from the State House Commissioners, appointed under section 2 of an act approved June 14, A. D. 1883, giving a statement of the expenditures of the sum appropriated for the completion of the State House.

RECEIPTS AND DISBURSEMENTS.

The amount of all funds in the State Treasury, October 1, 1886, was as follows:

General Revenue Fund	\$2,663,570 01	
State School Fund.....	218,876 23	
Delinquent Land Tax Fund.....	331 06	
Unknown and Minor Heirs' Fund..	10,776 19	
Local Bond Fund.....	558,158 33	
	<hr/>	\$3,451,711 82

The receipts from all sources from October 1, 1886, to September 30, 1888, inclusive, were as follows:

General Revenue Fund.....	\$5,693,563 32	
State School Fund.....	2,196,492 36	
Unknown and Minor Heirs' Fund...	3,209 80	
Local Bond Fund.....	2,866,268 45	
	<hr/>	10,759,533 93
Total		\$14,211,245 75

The disbursements from October 1, 1886, to September 30, 1888, inclusive, were as follows:

General Revenue Fund	\$5,437,843 29	
State School Fund.....	2,109,144 16	
Unknown and Minor Heirs' Fund...	153 39	
Local Bond Fund.....	2,824,887 69	
	<hr/>	10,372,028 53

Balance of all funds in State Treasury October 1, 1888.....		\$3,839,217 22
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As follows:

General Revenue Fund	\$2,919,290 04	
State School Fund.....	306,224 43	
Delinquent Land Tax Fund	331 06	
Unknown and Minor Heirs' Fund..	13,832 60	
Local Bond Fund.....	599,539 09	
		<u>\$3,839,217 22</u>

ESTIMATES OF APPROPRIATION FOR THE YEARS 1889 AND 1890.

Legislative Department	\$285,000 00
Executive Department, including Executive Bureaus, salaries and expenses.....	520,880 00
Judicial Department, salaries of Judges, State's Attor- neys, and expenses.....	627,000 00
Carrying convicts to and from Penitentiaries.....	40,000 00
“ “ “ Reform School.....	10,000 00
Arresting and returning fugitives from justice.....	33,000 00
For public printing for General Assembly and Execu- tive Department.	40,000 00
For paper and stationery for the same.....	25,000 00
For binding	25,000 00
For Illinois National Guard.....	240,000 00
For Illinois State Penitentiary.....	100,000 00
For Southern Illinois Penitentiary, for ordinary ex- penses	130,000 00
For Southern Illinois Penitentiary, for special pur- poses	15,000 00
For Live Stock Commission, ordinary expenses.....	25,000 00
For Southern Normal University, ordinary expenses.	61,600 00
For Illinois State Normal University, for current ex- penses, including one-half interest in the College and Seminary Fund.	71,400 00
For University of Illinois, ordinary expenses and sal- aries.....	71,000 00
For ordinary expenses and maintenance of inmates of four State Hospitals for the Insane, Deaf, Dumb and Blind and Feeble-Minded Asylums, the Soldiers' Orphans' Home, the Charitable Eye and Ear Infirmary, State Reform School and Soldiers' and Sailors' Home.....	2,000,000 00
For school purposes	2,000,000 00
Estimates of contingent appropriations for Illinois and Michigan Canal.	40,000 00
For State Board of Health.....	40,000 00
For Live Stock Commissioners.	100,000 00

CONCLUSION.

The present condition of the State has been briefly considered in connection with the various subjects and matters of interest to

which I have referred. The range, however, of your powers extends over the whole field of public affairs, and I doubt not your deliberations will be productive of good to the people. In a few days my public duties will come to a close. I may be pardoned for expressing the satisfaction enjoyed in endeavoring to discharge the duties of the office of Governor in co-operation with the Legislative and Judicial departments of the State government, and for the cordial co-operation and support of my colleagues in the Executive department during the last four years. The supreme executive powers will soon devolve upon my successor in office. His acknowledged abilities, patriotism and familiarity with public affairs are a sure guarantee that fresh from the walks of private life, he will faithfully and intelligently discharge the duties of his office and vindicate by his prudence and judgment the wisdom of the people in their choice.

Trusting that your session will be a pleasant one and that your labors will contribute to the general prosperity of the State, I invoke upon your deliberations the favor of Almighty God.

RICHARD J. OGLESBY.

